UN

UNITED NATIONS

A

General Assembly

Distr.
GENERAL

A/AC.96/846/Part I/22
25 July 1995

Original: ENGLISH

EXECUTIVE COMMITTEE OF THE
HIGH COMMISSIONER'S PROGRAMME

Forty-sixth session

COLLECTION

UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1994-1995 AND PROPOSED PROGRAMMES AND BUDGET FOR 1996

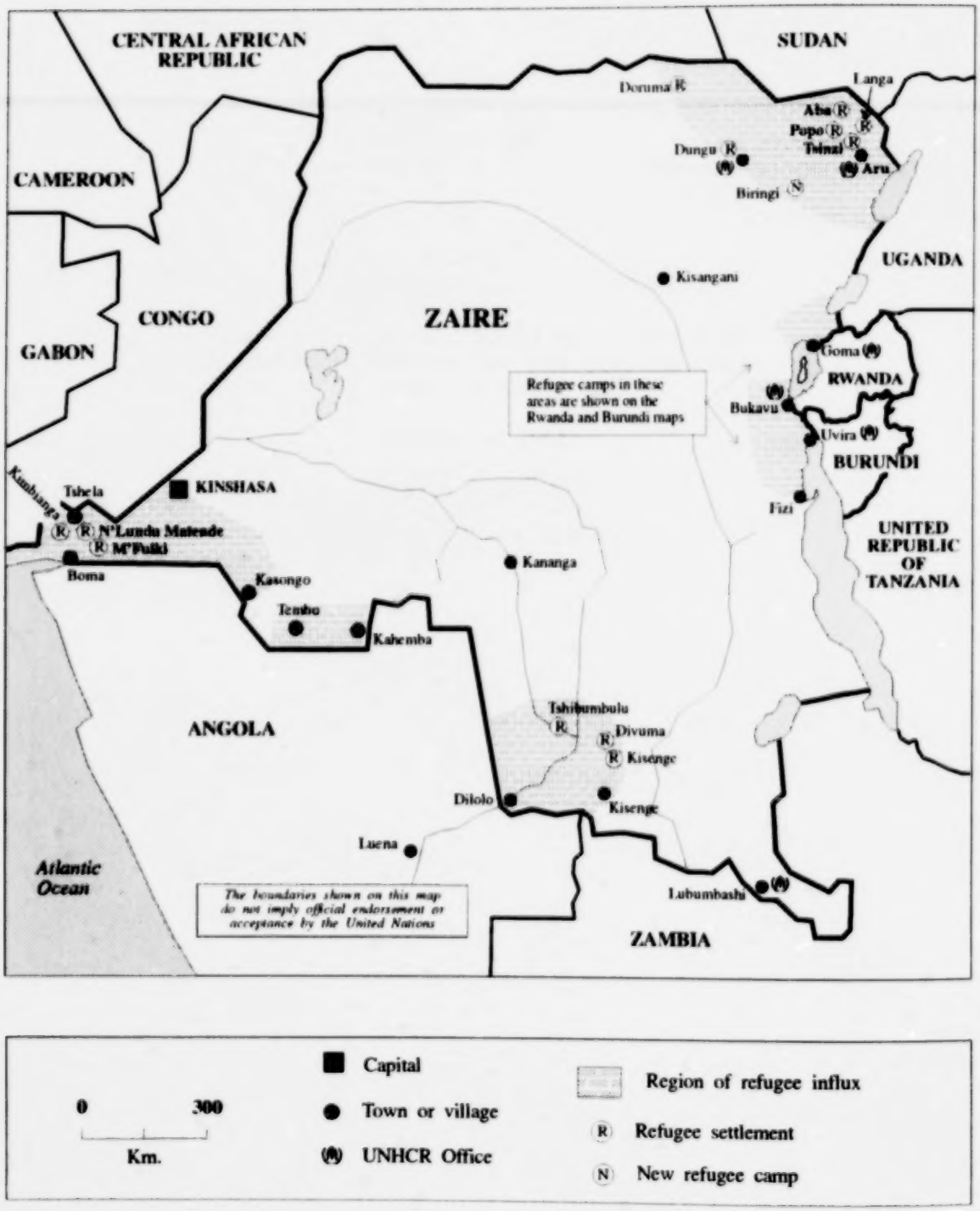
PART I. AFRICA

Section 22 - Zaire

(submitted by the High Commissioner)

GE.95-02462

ZAIRE


CENTRAL AFRICAN REPUBLIC
SUDAN
CAMEROON
CONGO
GABON
ZAIRE
UGANDA
RWANDA
BURUNDI
UNITED REPUBLIC OF TANZANIA
ANGOLA
ZAMBIA
Atlantic Ocean
KINSHASA
Tshela
N'Lundu Matende
M'Fuki
Boma
Kasongo
Tembo
Kahemba
Kananga
Kisangani
Doruma
Dungu
Biringi
Langa
Aba
Pupo
Tsinzi
Aru
Goma
Bukavu
Uvira
Fizi
Tshibumbulu
Divuma
Kisenge
Dilolo
Luena
Lubumbashi
Kambanga
Refugee camps in these areas are shown on the Rwanda and Burundi maps
The boundaries shown on this map do not imply official endorsement or acceptance by the United Nations
0
300
Km.
Capital
Town or village
UNHCR Office
Region of refugee influx
Refugee settlement
New refugee camp

I.22 ZAIRE

1. Beneficiary population

1. At 31 December 1994, there were 1,724,315 refugees in Zaire, mainly from Rwanda (1,252,837), Burundi (180,098), Angola (160,948), Sudan (111,872) and Uganda (18,560). Most of these refugees are from a rural background. The geographic configuration of the population is as follows: Angolans, settled mainly in Shaba, Bas-Zaire and Kinshasa; Sudanese and Ugandans, hosted mainly in Haut-Zaire; and Rwandans and Burundi located in North and South Kivu. Assistance is provided to most of the Rwandan and Burundi refugees under a Special Programme. Only 51 per cent of the other refugee groups combined benefit from care and maintenance and local settlement programmes. Women and children represent the majority of the population.

2. Developments in 1994 and 1995

2. The signing of a peace accord in 1994 paved the way for the repatriation of 5,370 Ugandan refugees from Zaire during the latter part of 1994 and the beginning of 1995, for which an allocation from the 1994 General Allocation for Voluntary Repatriation was made. An additional 4,640 Ugandans are expected to repatriate in 1995.

3. Meanwhile, the situation in Sudan heightens fears of yet another Sudanese influx. Some 6,000 new refugees arrived during the first months of 1995. Nevertheless, there is hope for the Angolan refugees in view of the signing of the Lusaka Peace Accord between the National Union for the Total Independence of Angola (UNITA) and the Government of Angola on 5 May 1995. UNHCR is making preparations for the repatriation of these refugees; an estimated 82,000 will require UNHCR assistance for their return, while the rest are expected to repatriate spontaneously.

4. The deaths of the Presidents of Burundi and Rwanda on 6 April 1994 followed by the genocide in Rwanda and continued political instability in Burundi led to the exodus of millions of refugees from Rwanda and, once more, from Burundi into the southern and northern provinces of Kivu in Zaire.

5. Prior to the massive influx of Rwandans in July 1994, there were only 18,000 Rwandan refugees in North Kivu and 106,000 Burundi in South Kivu. The arrival of over 1,700,000 Rwandans into both North and South Kivu called for a large emergency aid programme, including the use of international military resources, to allow the international aid community to address this unparalleled man-made disaster. In July 1994, UNHCR issued an Appeal covering the revised 1994 requirements for the Burundi and Rwanda emergency operation, including a Flash Appeal for funds to cover the immediate needs for the Rwandan refugees who had entered the country since 13 July 1994.

6. The first few weeks of the emergency were especially tragic. Thousands of refugees died from water-borne diseases and dehydration; the towns of Goma, Uvira and Bukavu were completely overwhelmed by the transient refugee populations;

violence and insecurity dominated daily life in the camps; food distribution was manipulated by the refugee leaders to the detriment of vulnerable refugees; the population of unaccompanied minors swelled as mothers abandoned children to non-governmental organizations (NGOs) in a desperate attempt to ensure their survival; and the ecologically unique Virunga National Park was intruded upon daily by displaced persons in search of cooking fuel and supplementary food.

7. Through the massive effort of United Nations agencies, donors and NGOs, the crisis had eased by end-August 1994, and the rudiments of order and calm emerged over the next six months. The majority of refugees moved out of the towns into the camps and UNHCR began the consolidation of both camps and agency activities. UNHCR field staff succeeded in effecting food distribution to heads of households and ensuring a more equitable access to food resources; the provision of firewood helped to reduce looting of the National Park and of private lands; the closure of centres for unaccompanied minors was agreed to by the agencies concerned; and, through the tremendous efforts of the health specialized NGOs, the mortality rates dropped to average levels. After many delays and much resistance on the part of the refugee community, UNHCR successfully registered all refugees, and by end-March 1995 the population of each camp was known.

8. Nevertheless, the greatest problem remained the security situation in the camps. Serious intimidation of any individual expressing a desire to return to Rwanda occurred frequently and was a major stumbling block to repatriation. Other security problems, such as banditry, weapons smuggling, rape, misappropriation of humanitarian assistance, violent attacks against aid workers, rioting and looting, also abounded. In cooperation with the United Nations Secretary-General, UNHCR investigated possible remedial measures and by January 1995 had come to an agreement on an experimental solution -- the Zairian Camp Security Operation. Deployment of both the Zairian Camp Security Contingent, composed of Zairian security agents, and the Civilian Security Liaison Group, composed of expatriate police and military officers, began immediately in the North Kivu camps, and by 15 May was fully deployed in South Kivu as well.

9. Repatriation of the Rwandan refugees remains the only long-term solution. At the end of October 1994, the Governments of Zaire and Rwanda and UNHCR signed a tripartite agreement which established the conditions for voluntary repatriation of Rwandan refugees in safety and dignity. By mid-December 1994 the situation had calmed to the extent that organized repatriation could begin; in 1994 at least 154,000 Rwandans did return home, the majority of whom spontaneously. Organized repatriation numbers peaked in February 1995, with nearly 1,000 refugees per day registering for return. However, there was a dramatic decline in the numbers following the deterioration of conditions in Rwanda and the events in Kibeho camp in April.

10. The January 1995 Appeal was reviewed in May/June 1995 in the course of a major programme review. The resulting changes in requirements were reflected in a revised Appeal issued in July 1995.

3. 1996 country programmes

(a) Objectives

11. In spite of the political stalemate and the critical economic situation in Zaire, the country has willingly opened its doors to hundreds of thousands of asylum-seekers. At present, Zaire has the largest refugee population in Africa.

12. With regard to the Sudanese refugees and the remaining groups of refugees in Zaire from Angola and Uganda, the principal objective is to pursue the quest for a durable solution.

13. The priority in 1996 for the Rwandan/Burundi refugees will be to meet the basic needs of those refugees who remain in Zaire. Although there appears little prospect in the immediate future for large-scale repatriation of the Rwandan refugees, UNHCR will pursue all means to encourage the required conditions of safety and dignity in the countries of origin.

14. More specifically, the objectives for 1996 are outlined below.

15. **Angolan refugees**: With the signing of the Peace Accord between the Government of Angola and UNITA, the emphasis of the programme will be shifted from care and maintenance to promotion of voluntary repatriation. Existing infrastructure (roads and bridges) will be repaired in preparation of the repatriation operation.

16. In **Shaba**, the multi-sectoral assistance will continue in 1996 for all 30,000 refugees. Food assistance however, is not expected to continue beyond 1995.

17. In **Bas-Zaire**, only vulnerable groups, estimated at 18,000 persons, are being assisted. In 1996, emphasis will be laid on the promotion of voluntary repatriation.

18. **Sudanese and Ugandan refugees**: In Haut-Zaire, the goal of assisting some 61,700 refugees who are yet to become self-sufficient will be pursued. The majority of the assisted refugees are new arrivals from the Sudan. While repatriation of Ugandans will continue in 1996, there is little prospect at the moment for repatriation for the Sudanese because of the situation in southern Sudan. Therefore, emphasis will be laid on achieving self-sufficiency through agricultural programmes and the strengthening of the health, sanitation and education sectors. In 1996, WFP's difficulties in delivering food in Haut-Zaire should be lessened: a number of bridges and bad portions of road are planned for repair to enable improved food delivery, especially for the newcomers. Due to alleged frequent incursions from the Sudan, the security situation of the border camp of Doruma raises some concerns. Local authorities will receive logistical support from UNHCR in order to ensure security around the camp.

19. **Rwandan and Burundi refugees**: The repatriation of the majority of these refugees hinges upon progress in the reconciliation process and the lessening of

ethnic tensions in their countries of origin. The current political instability in both Rwanda and Burundi does not bode well for peace in 1995. Nevertheless, should conditions improve in Rwanda and Burundi a partial repatriation in 1996 would be possible and beneficiary numbers in Zaire would be reduced accordingly during the course of the year. Given the massive needs in the care and maintenance programme, activities can be only those of a life-sustaining nature and those which promote and facilitate repatriation. However, the provision of firewood to reduce the degradation of the surrounding environment, the continuation of security arrangements and the vital need to provide elementary education will be part of UNHCR's 1996 programme. The relocation of camps for security and logistical reasons will be done wherever feasible. All programme activities will continue to be designed with the specific needs of women and children taken into consideration. Programmes such as family reunification, establishment of grass roots women's organizations and reproductive health education will be extended.

(b) Proposed budgets for 1996

20. The financial requirements under the 1996 General Programmes are below the allocation made in 1995. The decrease is due to the smaller number of assisted refugees. Nevertheless, the repatriation of Ugandan refugees will necessitate an additional allocation of funds in 1995 as well as in 1996 before this exercise comes to an end.

21. For Special Programmes (Rwandan and Burundi refugees) the financial requirements will reflect the costs to continue care and maintenance activities and support repatriation efforts. A further review of the 1996 programme objectives and requirements will take place in the second half of 1995.

(c) Implementing partners

22. The number of implementing partners in Zaire had decreased tremendously due to the deteriorating socio-economic situation. Most of the international NGOs, which had left the country in 1991, returned only to Kivu during the crisis in July 1994. There are few local NGOs in other parts of the country to fill the vacuum. In eastern Zaire, UNHCR will encourage the development of local NGOs and the gradual transfer of responsibility from the large number of international agencies currently operating in North Kivu. In other regions, UNHCR will continue to investigate alternative implementing partners.

(d) Programme Delivery and Administrative Support Costs

23. Variations due to changes in budget parameters are not discussed in the subsequent analysis (Overview of UNHCR Activities, Part I (A/AC.96/845) refers).

(i) 1994 expenditure (all sources of funds)

24. The 1994 expenditure was substantially above the revised estimates, which did not yet include the additional requirements following the mass influx of Rwandan refugees into Zaire in July 1994. Initially, Emergency Response Teams were deployed to Bukavu, Goma and Uvira. After two to three months, relay staff were

sent on mission or on temporary assignment to the area concerned. However, towards the last quarter of 1994, it was decided to create posts in view of the ongoing nature of the operation. A total of 198 posts, of which 50 international staff posts, were newly established as of 1 November 1994. Various additional communication, transport and data processing equipment was purchased for the UNHCR offices in support of the relief operation.

(ii) Revised 1995 requirements (all sources of funds)

25. The revised 1995 requirements are also considerably higher than the initial estimates. The continuation of assistance to the substantially increased numbers of Rwandan and Burundi refugees in the Kivu area of Zaire necessitated an upward budget revision to cover administrative staff and non-staff costs during 1995. The 1995 budget also includes a provision for hazard pay currently approved for the period up to 31 August 1995 for United Nations staff in Goma, Bukavu and Uvira. Under the General Programmes it has also been necessary to revise the budgets upwards, particularly due to increased communication costs and due to the purchase of some additional equipment. The Sub-Office for Haut-Zaire was transferred back to Aru (Zaire) from Arua (Uganda) as of 1 June 1995, following an improvement in the security situation in northern Zaire. For administrative reasons, the office in Uvira was upgraded to a Sub-Office as of 1 January 1995.

(iii) Initial 1996 requirements (all sources of funds)

26. The estimated requirements for 1996 will be further reviewed in the second half of 1995, as far as the Rwanda/Burundi Special Operation is concerned. The budget for the UNHCR office in Aru, following its reopening as described above, requires further review.

UNHCR EXPENDITURE IN ZAIRE

(in thousands of United States dollars)

1994	1995		1996	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1994 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
700.0	–	2,000.0	EMERGENCY FUND	–
962.2	1,377.3	1,178.5	CARE AND MAINTENANCE	1,000.3
614.4 a/	–	–	VOLUNTARY REPATRIATION	–
1,611.4 b/	1,720.8	1,843.6	LOCAL SETTLEMENT	1,773.3
27.1 c/	–	–	RESETTLEMENT	–
2,070.8	2,742.5	2,909.5	PROGRAMME DELIVERY See Overview Tables (Part II)	2,302.4
5,985.9	5,840.6	7,931.6	SUB-TOTAL OPERATIONS	5,076.0
197.4	280.0	302.7	ADMINISTRATIVE SUPPORT See Overview Tables (Part II)	336.9
6,183.3	6,120.6	8,234.3	TOTAL (1)	5,412.9
SPECIAL PROGRAMMES (2)				
227.2	257.7	–	EDUCATION ACCOUNT	–
134.4	128.8	220.6	ANGOLAN REPATRIATION PROGRAMME DELIVERY See Overview Tables (Part II)	245.4
88,074.6	–	92,741.1	RWANDA/BURUNDI OPERATION	44,000.0
6,034.0	1,025.4	14,265.5	PROGRAMME DELIVERY See Overview Tables (Part II)	13,003.0
–	–	36.5	ADMINISTRATIVE SUPPORT See Overview Tables (Part II)	–
			OTHER TRUST FUNDS	
1,049.4	–	–	Extrabudgetary Food	–
3,641.8	–	–	Various Assistance	–
89.3	37.0	69.2	ADMINISTRATIVE SUPPORT Junior Professional Officer See Overview Tables (Part II)	–
99,250.7	1,448.9	107,332.9	TOTAL (2)	57,248.4
105,434.0	7,569.5	115,567.2	GRAND TOTAL (1+2)	62,661.3

a/ of which US$ 414,402 incurred against the General Allocation for Voluntary Repatriation and US$ 200,000 incurred against Other Programmes

b/ of which US$ 404 incurred against Other Programmes